Α Yes, we do.

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And a service territory that has been approved by the

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Commission?

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Yes, we do.

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And does that tariff not hold Brooks out to offer the service contained in that tariff to the customers within that service territory as approved by the Commission?

It does, but the question is at what time. I would be happy to address that at some length if you would like to But our view is it doesn't require us to hold ourselves out immediately at this point.

Unlike Southwestern Bell. When they file a tariff, the service has to be available.

Well, Southwestern Bell is in a little bit different it is an established company that has its circumstance. territory established under a monopoly. We are a new company. We have indicated all along that we do not intend to provide service on a resale basis to any significant extent. If we were to try to get into residential service on any broad scale immediately, we would have to do it on a resale basis because we don't have the availability of what is our preferred method of operation, the unbundled loop availability.

I was asking about the method that you used. offer local exchange service as contained in your tariffs that have been approved by the Commission to individuals who reside

As you may be aware, Cox is certificated to provide local exchange and exchange access service in Oklahoma. To that end we filed a request for intervention with Southwestern Bell and we have been negotiating with them for the last few months.

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Just last week we filed an interconnection agreement with

Southwestern Bell; however, before that time we had filed a Petition for Arbitration. That has been withdrawn effective today--or we have requested to have it withdrawn.

Because we were in the midst of our interconnection

negotiations as this proceeding was heating up, we felt constrained not to provide a witness in this proceeding.

But although our interconnection agreement has been executed at this point, it has not yet been filed with the Commission. We don't think that the Cox interconnection agreement has any bearing on this proceeding at this point because it hasn't been approved by the Commission. The Commission hasn't determined whether the rates contained in it are cost-based rates. We don't think that it satisfies Track "A".

I would also like to just briefly state that Cox supports the comments of the parties who have spoken before us with respect to the Track "A"/Track "B" dichotomy, and the need for Southwestern Bell to proceed under Track "A".

I think that most of the comments that I was going to make have been adequately made by other counsel.

Thank you.

THE COURT: Thank you, Ms. Johns. Mr. Moon.

MR. MOON: Thank you, Your Honor.

Just for the record, I am Mickey Moon, Assistant Attorney General for the Oklahoma Attorney General Drew Edmondson.

May it please the Court, I would like to just briefly

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summarize the argument I am going to make before I get to the substance of the argument. Briefly, under the Federal Telecommunications Act, when Southwestern Bell files Application with the FCC for seeking interLATA authority, this Commission is required to inform the FCC as to whether Southwestern Bell has complied with Section 271(c). But this Section 271(c) requirement that the Commission must consider is only what is required at a minimum. The Act does not prohibit the state, the Commission from considering other factors that may be relevant in making their determination and from advising or recommending basing its recommendation to the FCC on such Those 271(c) requirements are only minimal other factors. requirements that are not the totality of the relevant criteria.

Section 271(c) itself contains in simplified terms two tests, both of which must be satisfied by Southwestern Bell by substantial evidence in the record under Oklahoma law.

The first test, which is a threshold test, is met when the requirements of either Track "A" or Track "B" are met.

Southwestern Bell in this case is currently locked in Track "A" and it meets the requirements of this threshold Track "A" test.

Your Honor, I have an exhibit which I am not going to enter into the record, but it is a chart that I can use to reference to better convey my argument.

This list is the Track "A" threshold requirements before you even get to the competitive checklist whether you looking a

statement of general terms and conditions or interconnection agreements. This is what they must pass. These elements. Each one of them. This is directly from the language of the Track "A" of the Federal Telecommunications Act. I will read it into the record.

Southwestern Bell passes or meets the requirements of the Track "A" threshold test only if:

- (1) Southwestern Bell has entered into one or more binding, Commission approved agreements with specified terms and conditions;
- (2) Southwestern Bell is providing access and interconnection to a competitor pursuant to such agreement or agreements;
- (3) That competitor is also providing local exchange service to both business and residential subscribers; and
- (4) The local exchange service provided by the competitor to both business and residential subscribers must be provided either exclusively or at least predominately over the competitors own facilities.

Southwestern Bell not only failed to carry its burden of proof that it passes this threshold test, but based upon, in the Attorney General's view, the undisputed facts in the record, it is clear that Southwestern Bell cannot pass this threshold test. Yet even if we ignore this threshold test, continuing on there would be a fifth test, the competitive checklist, the

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requirements of that. If we went directly there, again Southwestern Bell would fail that test and inter LATA authority would be denied.

Before considering this competitive checklist, those requirements, I want to stay with this threshold test because I don't think we even get past this threshold test to consider the checklist.

As the Attorney General stated in his initial comments, there are two and only two roads available to pass this threshold test, the Track "A" road or the Track "B" road. But whichever road is taken, each road is clearly a single lane road. And Southwestern Bell, having started down a particular road, cannot change lanes at a whim just to get around one of these speed bumps that Congress put in the Federal Communications Act.

Southwestern Bell started down the Track "A" road. As soon as it received a request for access and interconnection from a competitor intending to offer facilities-based local exchange service--and to date Southwestern Bell has received requests for access and interconnection from those competitors with the most viable potential to be facilities-based competitors to Southeastern Bell, namely AT&T, Brooks Fiber, and Cox, to name a few.

Except for the specific passing lane, which I will get to in a minute, Southwestern Bell cannot change lanes but rather it

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must meet each of the elements on this Track "A" lane.

Let's see how they fair in Track "A" compared to these elements.

The first element or speed bump, that Southwestern Bell has entered into one or more binding, Commission approved agreements, I think there is no argument that Southwestern Bell has done that with several interconnection agreements.

The second one, that Southwestern Bell is providing access and interconnection, it is a little more vague because providing such access and interconnection, you can say arguably is being done with Brooks Fiber today. This No. 2 element of providing access and interconnection, at the moment I am ignoring the checklist requirements and am just in general looking at the provision of access and interconnection.

The third one that the competitor is also providing a local exchange service to business and residential subscribers, after No. 1, the only vehicle that they can travel down this road, Track "A", is the Brooks Fiber interconnection agreement. But, as I said, that is arguable. So, No. 3, Brooks Fiber, they are arguably providing local exchange service to both business and residential subscribers.

Now the fourth speed bump on this road that they are traveling in this vehicle called the Brooks Fiber agreement is where they hit a road block. The local exchange service provided by Brooks Fiber must be to both business and

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residential subscribers and must be provided either exclusively or predominately over Brooks' own facilities. And that is not the case, as the witness for Brooks Fiber clearly testified. Residential service is clearly on a resale basis.

As was pointed out in the Conference Report that was submitted when this Bill, which later became the Federal Communications Act of 1996 was passed, stated--or the authors of that Report stated that this requirement of a facilities-based competitor who was actually providing service to residential and business subscribers in an integral requirement because it is the tangible affirmation that local exchange is indeed open completion. The Conference Report added that the requirement Operating Company is providing access Bell interconnection means that the competitor must actually be operational.

Federal Now the Telecommunications requires Act Southwestern Bell to meet each one of these speed bumps. Until it does, that speed bump becomes a road block prohibiting further travel down that road and, for that matter, making further review by this Commission unnecessary.

But as I mentioned a minute ago, the Telecommunications Act provides for a specific passing lane around these first four speed bumps in specific and identified situations. These are the situations in which Southwestern Bell can pass around those speed bumps on a Track "A" road, get into the passing lane and

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pursue their intraLATA authority through Track "B". And it lists the three situations through which they can do that. And there is only three.

The first situation where it may do that is as of

December 8, 1996, no competitor has requested interconnection

and access from Southwestern Bell to provide local exchange

service exclusively or at least predominately over its own

facility. AT&T has requested just such interconnection, as had

Brooks Fiber prior to December 8, 1996. So clearly that first

situation is not applicable here.

The second situation in which they can go down Track "B", such interconnection and access has been requested, but the competitor making such request has failed to negotiate in good faith. There is no evidence in the record. The Attorney General is not aware of any failure on the part of any of the competitive providers of local exchange service of a failure to negotiate in good faith, nor is there any evidence in the record presented by Southwestern Bell. So clearly the second situation has not been met.

The third situation in which they can go down Track "B" is when such interconnection and access has been requested but the competitor making such request has violated the terms of its implementation schedule within a reasonable period of time. Again, there is no evidence in the record that this has occurred. The Attorney General has no reason to believe that

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this is the situation. So No. 3, the final and last situation in which Southwestern Bell can receive Track "B" authority is foreclosed.

That leaves Track "A". Southwestern Bell cannot avail itself of this passing lane at this time. Unless and until this passing lane becomes available, Southwestern Bell must travel down the Track "A" road in the only vehicle allowed under the Federal Telecommunications Act on the Track "A" road, approved interconnection agreements. With the Brooks Fiber agreement being the only legitimate vehicle at present and which is currently stalled at Roadblock No. 4, Track "A" threshold requirements have not been satisfied.

Southwestern Bell's Statement of Terms and Conditions is the proper vehicle only on Track "B" passing lane. Track "B" is not available; therefore, Southwestern Bell's Statement of Generally Available Terms and Conditions is not relevant in this proceeding. It should not even be considered for purposes of the relief Southwestern Bell is seeking.

Southwestern Bell's position, however, is that if it cannot complete its journey down Track "A", down the Track "A" road for any reason--those are the words they use, "for any reason"--then it is entitled to use the Track "B" passing lane. But this position has absolutely no support in the language of the Act or its legislative history.

Track "B" is not an automatic default that a Bell Company

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can just switch over to whenever it hits one of these speed bumps that it can't seem to cross over. The Act sets forth the only instance when Track "B" is available. And the legislative history tells us why it would be available only in those instances.

Getting to the competitive checklist. Assuming arguendo that Southwestern Bell does pass this threshold test and they were still on the Track "A" road and we are at the fifth speed bump on Track "A", they must be providing access and interconnection.

Southwestern Bell can meet the requirements of this test only if Southwestern Bell is actually providing access and interconnection to competitors pursuant to its approved interconnection agreements who are, in turn, providing facilities-based exchange services to both business residential subscribers. It does not pass if Southwestern Bell is merely offering or holding out access and interconnection. The legislative history is clear that the term "providing" means actual operation by a competitor because actual operation is the integral requirement of the checklist. That is the tangible affirmation that local exchange is open to competition. And a competitor is not operational merely because Southwestern Bell is holding out access and interconnection. Southwestern Bell must be providing access and interconnection before the competitor can be operational.

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What does providing access and interconnection mean?

It means Southwestern Bell must be providing all or each of the fourteen competitive check list elements that constitute access and interconnection, not merely offering such elements on a take-it-or-leave-it basis.

Section 271(c)(2)(b) of the Act defines access and interconnection to include those fourteen checklist items; therefore, if interconnection must actually be being provided, then what is included in access or interconnection must also necessarily be being provided as well. That means that while Congress did not expressly list competition as a requirement or prerequisite in granting Southwestern Bell interLATA authority.

Although it clearly contemplated meaningful competition before a Bell Operating Company can enter into the intraLATA market, it isn't implicit when one considers the context in which each and every one of those fourteen checklist points could be satisfied or could be provided. That meaningful competition is implicit in the checklist test and that competitors actually be taking each of the checklist items that Southwestern Bell is required to provide, is supported in at Federal least three ways. The first, reading the Telecommunications Act requires Southwestern Bell to provide only those checklist items which have been requested by competitors pursuant to an approved interconnection agreement would give no effect to the idea of meaningful competition.

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because in Oklahoma, assuming that Brooks Fiber had--and this assumption is wrong, but assuming Brooks Fiber is getting all of the access and interconnections elements that it has requested and assuming that it has not requested all such access and interconnection, then under that reasoning, on that basis that would constitute enough competition, the competition envisioned by the Federal Telecommunications Act. But in no sense would the service be provided by Brooks Fiber be described as meaningful competition.

The second basis on which you can support the idea or proposition that competition is envisioned as a prerequisite, meaningful competition is envisioned as a prerequisite to allowing Southwestern Bell interLATA access, is that when you look at the checklist items, the first thirteen items are distinct from the fourteenth item in that the fourteenth and last item regarding resale says that Bell Operating Companies need only make that available and does not actually have to This is in recognition of the fact that Congress provide. recognized that resale, strictly resale, is not necessary to have a meaningfully competitive market, local exchange market. That is the only term that is distinguished from the first The first thirteen said under a Track "A" proceeding, it must actually be provided. The only thing that is not required to be provided, even under Track "A", is whether Track "A" or Track "B" is resell. And you want to make that available

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on their little dessert tray.

THE COURT: We have moved from hors 0'deuvres to dessert.

MR. MOON: The third leg to stand on is the Federal Telecommunications Act requires that the checklist be fully implemented. This is the clear language of the Act is that each and every checklist item must be provided and it elsewhere states the checklist must be fully implemented.

I don't know how much clearer you can get to determining the intent of the Federal Telecommunications Act. Each one of those elements must be provided and, of course, there is no evidence that they will be provided. All of the evidence points to the fact that each one of them is not being provided. There are some that have not been provided or the first two elements are that they be nondiscriminatory and, based on Section 251 description of pricing there is no support to show that they meet the first two elements of the checklist.

So based solely upon the Section 271(c) requirements of the Act, Southwestern Bell fails the threshold test under Track "A". Track "B", of course, is not available, since none of the situations in which it would be applicable are available and; therefore, the Statement of Terms and Conditions is irrelevant to this proceeding.

But even if Southwestern Bell were allowed to proceed under Track "A", it fails the competitive checklist requirements test

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by its failure to provide those checklist items and not fully implementing the checklist. Moreover, the meaningful competition envisioned by the Federal Telecommunications Act has not yet materialized. So allowing Southwestern Bell to have end region interLATA authority would lead to the substantial possibility that it could use its monopoly power in the local market to impede the competition existing and envisioned under the Act into interLATAa market. That was the test that is now discontinued or is no longer effective MFJ and the reasoning for the separation of the Bell Operating Companies out of the intraLATA market. Of course the Act made the modified final judgement no longer effective in this proceeding.

Still, the reasoning behind that requirement is still a concern today because what led to divestiture then, those circumstances, could easily arise again. And referring to the chart that the Southwestern Bell Attorney presented today that showed the increased prices for IXC services since, I believe, 1989 compared to the fact that the cost of those services have continued to decline, Southwestern Bell can, of course, go in the interLATA market and if what they say is true, offer lower services. That would be good. And the Attorney General before that. But the time has to be right, otherwise whatever short-term gain that the consumers of Oklahoma and the rest of the country would gain from allowing Southwestern Bell into the intraLATA market at lower rates would, over the long term, be

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detrimental to competition and to consumers because we could easily end up in the same situation that we were with AT&T as one prior to divestiture and we would have to start all over again.

Finally, this Commission decision is not limited to a consideration of only the Section 271(c) requirements. Federal Telecommunications Act sets forth only the minimum factors that this Commission must consider. And Southwestern's Bell's reference to Section 271(d)(4) as support that neither this Commission nor the FCC can go beyond the checklist items is really no support, because this interpretation of the Telecommunications Act would render meaningless--first of all, the latitude given to the Department of Justice in their review and consultation with the FCC. They can review on any basis. FCC must give substantial weight DOJ's And to the recommendation. It would also render meaningless the FCC's public interest authority to examine such intraLATA authority as being in the best interest of the public.

Indeed, as stated in the Conference Report, the competitive checklist is not intended to be a limitation on the interconnection agreements, but rather what must be provided at a minimum in an intraLATA application.

Thank you.

THE COURT: Thank you, sir. Southwestern Bell, final comments?

MR. SCHLICK: I will try to be brief, Your Honor. I think this is a good point to do something that is perhaps dangerous; that is, go back to the statute. We have just heard a long talk about tracks, speed bumps, passing lanes, but, if I may, I would ask you to look at the wording of the statute and let's see what is actually required.

Subsection 271(c)(1)(a). It requires that we have approved agreements providing terms and conditions under which the Bell Operating Company is providing access and interconnection to the network facilities of one or more unaffiliated competing providers of telephone exchange service to residential and business subscribers.

Now the only issue that we seem to have here is whether Brooks Fiber is in fact providing service to residential subscribers. They are serving residences. I would think that that would satisfy the statute, but if it doesn't, then per se we have not had a request from such a provider and that means we can flat out proceed under "B". We have such provider. If the provider described in "A" as we have explained, if they are not serving residences and we haven't received any requests, then we can proceed under "B".

The second requirement of "A" if you should find that they are--

THE COURT: I've got a problem with that. Just because they are not providing it to residential? Whether they

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are or not is a different question. But you are telling me that just because somebody is not providing it to the residential or to the business customer that you can go to Track "B"?

MR. SCHLICK: That is precisely what I am saying, Your Honor. And the reason is the statute says--

THE COURT: Doesn't it go back to you offering it to the provider, to the person who was providing first?

MR. SCHLICK: The condition of proceeding under "B"-THE COURT: We are talking about-- You're talking about apples and oranges.

MR. SCHLICK: No, Your Honor. That is why the such provider language is the key here. And I explained what Congress meant by that. It is exactly what is said in the statute. We can proceed under B. If a Bell operating company meets the requirements of this Subparagraph (b), "If after ten months after the date of enactment"--we have passed that--"no such provider" and I don't think there is any dispute on that, refers to a provider described in Subparagraph (a). "...if no such provider has requested the access to interconnection described in Subparagraph (a) before the date ..." which is three months before we filed our Application, since January 15. Here, no such provider. No provider of services to business and residences has made any request. There is none out there. And that is exactly what the Conference Report, page 148 says. It says, "The purpose of Track "B" is if no facilities-based

carrier seeks to enter the market." Facilities-based here meaning serving businesses and residences.

So if they are not serving business and residences, we may proceed under "B". Period.

Now there is a second condition under "A" if they meet that first one. That is, -- and I just want to correct the-- The chart made by the Attorney General in fact misquotes this provision and I think it is important to actually look at the language.

We are now back in "A". "Such telephone exchange service may be offered..." (The Attorney General's chart said "provided." It's "offered.") "...by such competing providers either exclusively over their own telephone exchange service facilities or predominately over their own telephone service exchange facilities in combination with the resale of telecommunication services of another carrier."

Here we have the tariff filed by Brooks Fiber which offers that service to businesses and residences. It offers it exclusively over its own facilities. They may be using some resale. They say they don't want to do that. But we have a tariff.

Now this issue about whether or not I can actually take service off of their tariff highlights the problem that we have with interpretation under their view. They asked to come into the market, and their request, no matter what they are actually

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providing, prevents us from proceeding under "B". But they say, We will actually sign up customers who are eligible under our tariff at the point when we are ready. What that means is that Southwestern Bell can't enter the long-distance business until Brooks Fiber decides they are ready. And that is precisely the problem we have here. If it is not Brooks Fiber, then it is going to be AT&T or MCI or Sprint. But they are saying that our entry depends on their decisions about serving local customers. That is simply not what the statute says.

Just a couple of other things that I want to mention that have come up here. AT&T mentioned some issues with regard to co-location and local call forwarding requests of Brooks Fiber. That is addressed in our pleadings. We don't think that there is any issue of checklist compliance there. Besides, if there were any real problem, this Commission would have heard about it. It is more than passing strange that we are hearing about this for the first time in a 271 proceeding, which is not the proper place.

AT&T, their basic view is that we can't prove that the checklist elements are available until they have been taken in the appropriate quantity and quality. Well, that is just another way of saying that we need to have a lot of requests, we need to actually be sending a lot of gas through the pipeline. That gas, Your Honor, is customers. What they are saying is that we need lose a sufficient number of customers in order for

Southwestern Bell to get into long distance. Again, that is not the requirement. We have to provide the interconnection and network access under "A", or, under "B", regardless of entry, regardless of the existence of even a single competitor, we have to generally offer it.

Let's go through the checklist again. (c)(2), the question is not have we fully implemented the checklist. That is not in the statute. What the statute said is, are we either (a)(1) providing access and interconnection in compliance with the checklist, or generally offering access and interconnection pursuant to a statement described in paragraph (1)(b). We are doing both.

The implementation language which was cited comes from the Conference Report. It is not in the statute. All that says is that the requirement for providing access and interconnection means that the competitor implemented the agreement. Here Brooks Fiber is exchanging traffic with us and we have an implemented agreement and the competitor is operational. They are operational, Your Honor.

So we have satisfied "A", we believe, if this Court were to find that they are serving residential customers. If you find that they are not serving residential customers, we satisfy "B".

Rates have come up a couple of times. The argument is that it may be okay that they are interim, but there hasn't been a cost docket to find if they are cost based. Well, I simply

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mention that it is my understanding that at the AT&T arbitration proceeding it was agreed that we would bifurcate the proceeding; that we would determine the rates under 252(d) and no proceeding was necessary that they be found to be consistent with 252(d); that we would do that separately from the cost proceeding. For AT&T to now turn around and say that it is acceptable under the statute to do it that way for the purpose of arbitration, but not for the purposes of an STC or 271 application just doesn't hold water. It is the same standard.

Arguments were made that OSS is not being used on a commercial scale. Well, again, these folks just haven't asked. It's there. It's available. It's ready. The systems are being used today by Brooks retail personnel. We are just waiting for them. And they are holding us out of long distance by their local entry decisions. Again, that is not permitted under the statute.

Public interest. We don't think much has been said on that. We think it is very clear. But the argument was just made that we might recreate the Bell system.

Your Honor, we are going to enter without a single long-distance customer in this state. The way you sign up customers, you offer better service or you do it at lower rates or you do both. That is the way we intend to do it. We are fighting a very large incumbent carriers. They are well established. If they leave, someone else will buy their network and be there to

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compete against us. We are going to operate according to FCC rules and this Commission's oversight. The FCC has extensive rules which are sufficient to address any cost shifting discrimination, so we think that is amply addressed and it really is no concern.

Every time a Bell company seeks to enter a market adjacent to a local exchange these things arise. We have seen it in cellular service. We have seen it in intraLATA toll. We have seen it in information services. Every time we have asked to enter a market these same objections have been made. In fact, service goes up; prices go down; consumers are better off. That is what we think is going to happen here, and we strongly urge the support of our application.

Thank you.

THE COURT: Thank you. Mr. Gray, since it is your Application, you get the final comment.

MR. GRAY: Your Honor, on behalf of the Commission Staff, I would like to thank the parties for submitting information to us. With the participation being among the industry, there are a lot of things that the Commission Staff has no access to that knowledge. We appreciate the parties bringing it to us.

There is one matter. As Your Honor knows, the appeal hearing is set for the 23rd of April in this Courtroom at 9:30 before the Commission. The Commission Staff reserves the right

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to argue either for or against or part for and part against any of the recommendations of the Administrative Law Judge.

THE COURT: I will do my best to accommodate.

MR. GRAY: I have nothing further.

MR. STAKEM: May I have a number for the late-filed exhibit, please?

THE COURT: The late-filed exhibit will be No. 86.

That will be a summary of the changes. Exhibit No. 87 will actually be the FCC filing.

MR. SCHLICk: Your Honor, counsel for AT&T has kindly notified me that that the word "implemented" is found in the statute. It is not found in the relevant provision for purposes of this Commission's determination, which is (c)(2). It is found in (d)(3). I hear chuckles, but, frankly, that's the statue.

I would also point out that it is not found with respect to the offering of access. There is no question. I believe that everyone can agree under all provisions that providing access and interconnection or offering it pursuant to an STC is what is required with respect to the checklist.

MS. LaVALLE: And I would just say, Your Honor--

THE COURT: Is this going to be an additional longrange argument--

MS. LaVALLE: Your Honor, I just think that we are experiencing an extreme state of denial on the actual, literal

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language.

THE COURT: Thank you. Any more clarifications for the record?

I appreciate your time very much. We will go off the record. I will return with a decision after a recess.

(Recess had.)

DECISION

THE COURT: Reopen the record please in PUD 970000064.

Based on the pleadings filed in this cause, accepting the testimony in the record, the comments placed into this record by Southwestern Bell--and, as we are all aware, I have made it quite clear--the burden is on Southwestern Bell to prove the case that is before us; and, of course, this is less of a case and more of an investigation into whether the Commission should allow Southwestern Bell to provide intraLATA services.

As you are quite aware from the cases heard here at the Commission, I am very much in favor of promoting competition. I feel it is very desirable to open the marketplaces as we have and comments attempted to do in many of the cases at the Commission. It is also important to look at the public interest in this area. In this matter I have checked the regulations and the law and I note that the public interest that is to be served in determined by the FCC. So I will let that part of this matter go.

Southwestern Bell I believe in this filing does not meet

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